

Message Text

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TAGS: AORG, UN

SUBJECT: 28TH UNGA: PRELIMINARY ASSESSMENT OF IMPLICATION
OF ADMINISTRATIVE, BUDGETARY, AND FINANCIAL ACTIVITIES

SUMMARY: SIGNIFICANT LESSONS OF 28TH GA IN ADMINISTRATIVE,
BUDGETARY, AND FINANCIAL FIELDS INCLUDE: (1) GROWING THREAT TO
ACABQ AS UN FINANCIAL WATCHDOG; (2) INCREASED BLOC VOTING BY
GROUP OF 77; AND (3) ADVANTAGES AND DISADVANTAGES OF PROGRAM
BUDGETING.

1. FOL ARE MISSION'S PRELIMINARY COMMENTS ON SIGNIFICANT
LESSONS OF 28TH UNGA IN ADMINISTRATIVE, BUDGETARY, AND
FINANCIAL FIELDS. MORE COMPREHENSIVE ANALYSIS WILL BE PROVIDED
DEPT SUBSEQUENTLY.

2. ADVISORY COMITE ON ADMINISTRATIVE AND BUDGETARY
QUESTIONS (ACABQ)

28TH GA SAW EVIDENCE OF INCREASING RELUCTANCE OF MANY MEMBERS,
PRIMARILY LDCS, TO ACCEPT ACABQ CONCLUSIONS AND RECOMMEN-
DATIONS, AND TENDENCY TO CHALLENGE THAT EXPERT BODY'S ROLE
AS ADVISOR TO UNGA AND PRESREENER OF ITEMS BEFORE FIFTH
COMITE CONSIDERATION. THIS "CHALLENGE," HOWEVER, WAS SELECTIVE
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RATHER THAN BROAD-BASED AND FOCUSED ON PARTICULAR ITEMS WHERE
INTERESTS OF LDCS WERE CHALLENGED, EITHER COLLECTIVELY OR
CINGULARLY. LDCS AT SAME TIME INCREASINGLY CRITICAL OF
ACABQ COMPOSITION -- BOTH QUANTITATIVELY AND QUALITATIVELY

-- WHICH THEY CONSIDER TO BE TOO HEAVILY WEIGHTED IN FAVOR MAJOR CONTRIBUTORS, UNREPRESENTATIVE OF TOTAL UN MEMBERSHIP, AND COMPOSED OF SOME MEMBERS WHO LACK BREADTH AND DEPTH ON VARIOUS ITEMS, ESPECIALLY THOSE IN DEVELOPMENTAL AREAS. GIVEN LDC MAJORITY IN UNGA, WHERE THEY CAN MUSTER NECESSARY VOTES TO ENLARGE OR OTHERWISE CHANGE ACABQ TO THEIR ADVANTAGE (IF AND WHEN THEY DECIDE TIME AND CIRCUMSTANCES RIPE TO DO SO) AND GIVEN NEED TO RE-EVALUATE ROLE OF ACABQ, NOT ONLY SHOULD WE ANTICIPATE SUCH MOVES AT 29TH GA, BUT ALSO WE SHOULD DEVELOP OUR IDEAS AND BEGIN CONSULTATION WITH OTHERS AT EARLY DATE WITHIN BROADER CONTEXT INTER ALIA OF UNGA RES 3199 (XXVIII). ACABQ IS MOST EFFECTIVE BODY FOR ENSURING EFFECTIVE, EFFICIENT, AND ECONOMICAL ALLOCATION OF FINANCIAL RESOURCES AVAILABLE TO UN AND RELATED PROGRAMS, AS WELL AS POSSESSING MANDATE RE ADM AND BUDGETARY COORDINATION OF UN WITH SPECIALIZED AGENCIES -- LATTER OF WHICH MOSTLY DORMANT AT PRESENT. IF ACABQ ABOLISHED, OR APPRECIABLY WEAKENED, IT IS CLEAR FIFTH COMITE AND PLENARY WILL MOVE FURTHER AWAY FROM ADMINISTRATIVE AND FINANCIAL RESPONSIBILITY AND INCREASINGLY VOTE PROPOSALS WHICH ARE NOT IN INTEREST OF USG. STRENGTHENED ACABQ CAN PROVIDE MORE EFFECTIVE COUNTER FORCE TO IRRESPONSIBLE ACTION BY SECRETARIAT AND MEMBER STATES AND THUS MAINTAIN BALANCE BETWEEN MORE RADICAL (LDC) AND MORE CONSERVATIVE (EASTERN BLOC) ELEMENTS WHICH ACCEPTABLE TO USG.

3. BLOC VOTING

MOST SIGNIFICANT BLOCS IN FIFTH COMITE WERE LDCS, EASTERN EUROPEAN (EXCEPT ROMANIA), AND WEOS. AFRICAN, ARAB, LA, AND ASIAN (EXCEPT JAPAN) MEMBERS TENDED TO COALESCE AS NON-ALIGNED RATHER THAN INDEPENDENT REGIONAL GROUP BLOCS. ALTHOUGH THEY EXPERIENCED SERIOUS DIFFICULTY EVEN WITH CONCERTED EFFORTS BY LEADERS TO DEVELOP GROUP SOLIDARITY, THEY SHOWED SKILL AND GROWING BOLDNESS ON NUMEROUS ISSUES IN SEEKING THEIR OBJECTIVES, OFTEN MAKING EMOTIONAL APPEALS PUBLICLY TO MAINTAIN SOLIDARITY. EFFORTS TO SPLIT THEM

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(USUALLY LED BY CANADIAN, AUSTRALIAN, FRG, AND US DELS) WERE ONLY marginally successful. US AND OTHER WESTERN POWERS FOUND THAT ONLY EFFECTIVE WAY OF LAUNCHING ANY IDEA WAS TO PERSUADE ONE OR MORE ARTICULATE LDC DELS TO ASSUME MANTLE OF LEADERSHIP ON THAT ISSUE. THIS WAS CASE OF BRAZIL FOR UNEF FINANCING, ARGENTINA ON CURRENCY INSTABILITY, SUDAN ON AIR TRAVEL, GUYANA ON REVIEW OF PROGRAM BUDGETING, ETC., WHERE CONSULTATIONS AND NEGOTIATIONS ON ISSUES LED TO POSITIONS MORE ACCEPTABLE TO USG. EASTERN EUROPEANS (EXCEPT ROMANIA) PLUS CUBA AND MONGOLIA STILL FUNCTIONED COHESIVELY, BUT CREDIBILITY OF BLOC WITH OTHER DELS, ESPECIALLY THAT OF USSR, WAS FURTHER DECREASED. WHILE THEIR POSITIONS ON MOST FIFTH COMITE ITEMS WERE CLOSER TO OUR OWN THAN TO LDCS,

THEIR INCREASING LACK OF CREDIBILITY AND ACCEPTABILITY MAKES IT UNWISE FOR US TO ASSOCIATE WITH EES TOO CLOSELY, SINCE TO DO SO WOULD PROBABLY WEAKEN OUR ABILITY TO WORK WITH RESPONSIBLE LDCS. EASTERN BLOC, AGAIN SOVIETS IN PARTICULAR, SHOWED FACILITY FOR INCONSISTENCY WHEN THEY DECIDED TO CURRY FAVOR WITH LDCS FOR IMMEDIATE POLITICAL GAINS, BUT AT OTHER TIMES THEY INCURRED DISPLEASURE OF MAJORITY BY LECTURING SECRETARIAT AND OTHER DELEGATES WITH REPETITIOUS SERMONS ADVOCATING ON PARSIMONY. ALTHOUGH WEOS FUNCTIONED AS LOOSE CONFEDERATION COMPOSED OF EC-9, NORDICS, US-CANADA, AND OTHERS, IN THIS UNGA THERE WAS INCREASED CONSULTATION AND EXCHANGE OF VIEWS (EXCEPT WITH UK); EC-9 WAS MOST TIGHTLY ORGANIZED AND DISCIPLINED COMPONENT, AND POSITIONS TAKEN BY THEM SHOWED INCREASING DRIFT FROM US. A COMBINED WEO/EE FRONT, IF POSSIBLE AND DESIRABLE, CLEARLY COULD NOT COUNTERACT LDCS ON ISSUES WHERE LATTER SUCCESSFUL IN INVOKING SOLIDARITY. LATIN AMERICAN AND CARIBBEAN STATES MORE STRONGLY ATTRACTED BY DEVELOPMENT SYNDROME THAN BY HEMISPHERIC MAGNETS, AND LEAST COHESIVE OF REGIONAL GROUPS.

4. TACTICAL LESSONS OF UNEF FINANCING (28TH UNGA) AND 25 PER CENT ISSUES (27TH UNGA)

TACTICS ON UNEF FINANCING AND 25 PER CENT ISSUES WERE SUCCESSFUL AND ACHIEVED OVERWHELMING SUPPORT OF POSITIONS ACCEPTABLE TO USG ON ISSUES WHICH MOST MEMBER STATES WOULD HAVE PREFERRED SIGNIFICANTLY DIFFERENT OUTCOME. OUR PURSUIT OF LIMITED, WELL-DEFINED OBJECTIVES AND UTILIZATION OF USG MACHINERY
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ON COORDINATED AND TIMELY BASIS IN WASHINGTON, USUN, AND CAPITALS -- AS WELL AS OUR ACTIVE INVOLVEMENT AT EARLY STAGE AND THROUGHOUT -- WAS DEMONSTRATION OF WHAT CAN BE ACCOMPLISHED ONCE WE PUT OUR BACK TO TASK AT HAND.

5. UN BIENNIAL PROGRAM BUDGET

FIRST EXPERIENCE WAS MIXED BAG OF SUCCESS AND FAILURE. UN HAS TAKEN ONLY FIRST STEPS TOWARD IMPLEMENTING INTEGRATED SYSTEM OF PLANNING, PROGRAMMING, AND BUDGETING; EVALUATION AS INTEGRAL COMPONENT, THOUGH RECOGNIZED, WILL REQUIRE STRONG USG LEAD TO BECOME PART OF MODERN MANAGEMENT SYSTEM WITHIN UN. IMPROVEMENTS IN SYSTEM CAN BE EXPECTED TO EVOLVE ONLY OVER PERIOD OF TIME AND WILL REQUIRE CONTINUOUS PRESSURE ON SECRETARIAT FROM MEMBER STATES. NEW PRESENTATION OF PROGRAM AND BUDGET DID CAST LIGHT IN HERETOFORE DARK CAVERNS OF UN PROGRAMS AND ENABLED MEMBER STATES TO OBTAIN BETTER INFO ON WHAT UN IS DOING AS WELL AS HAVING SOBERING EFFECT ON SECRETARIAT, ESPECIALLY AT TOP ECHELON. HOWEVER, AT PRESENT STAGE OF DEVELOPMENT IT GAVE CLEARER VIEW TO LDCS OF ACTIVITIES IN WHICH THEY HAVE NARROW VESTED INTERESTS AND WANT TO PROTECT. FORM OF PRESENTATION WILL POLITICIZE

BUDGET IN CERTAIN AREAS. MACHINERY IN UN, WASHINGTON, AND USUN FOR REVIEW OF PROGRAM BUDGET/MEDIUM TERM PLAN AND FOR TIMELY INPUT IS DEFINITELY IN NEED OF OVERHAUL. A BETTER JOB OF ESTABLISHING OBJECTIVES AND PRIORITIES AND LINKING THEM TO AVAILABLE FINANCIAL RESOURCES IS A PREREQUISITE. US DEL EFFORTS TO IMPLEMENT INSTRUCTIONS TO PRESS FOR ARBITRARY PERCENTAGE OR DOLLAR REDUCTIONS FOUND NO SUPPORT, EVEN AMONG OUR CLOSEST FRIENDS, AND WAS COUNTER-PRODUCTIVE. IT ALSO RESULTED IN QUESTIONING OUR CREDIBILITY AS A MORE ACTIVE AND RESPONSIBLE DEL WITH INTERESTS OF USG, UN ITSELF, AND MEMBERSHIP AS A WHOLE IN FOREFRONT. SCHAUFLE

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